Sept. 1968

employment service review

main

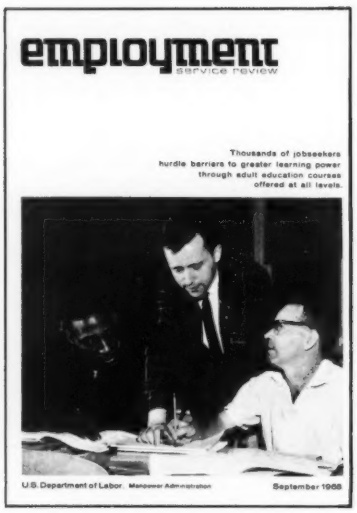
OCT 31 1968

MIAMI UNIVERSITY LIBRARY

Thousands of jobseekers hurdle barriers to greater learning power through adult education courses offered at all levels.

U.S. Department of Labor, Manpower Administration

September 1968


employment
service review
Thousands of jobseekers hurdle barriers to greater learning power through adult education courses offered at all levels.
U.S. Department of Labor, Manpower Administration
September 1968

THE COVER:

There are some 8,300,000 men and women over 25 years of age in the Nation's work force who have had less than 5 years of formal schooling, according to the U.S. Office of Education. The U.S. Employment Service counselors see hundreds of jobseekers every day who could increase their earnings and upgrade their skills through adult education classes. Such courses of study are offered at every educational level throughout the United States.

Photo courtesy Columbus (Ohio) Public Schools.

U.S. DEPARTMENT OF LABOR
Willard Wirtz, Secretary

MANPOWER ADMINISTRATION
Stanley H. Ruttenberg, Administrator

BUREAU OF EMPLOYMENT SECURITY
Robert C. Goodwin, Administrator

U.S. EMPLOYMENT SERVICE
Charles E. Odell, Director

The EMPLOYMENT Service Review is a journal published by the Manpower Administration of the U.S. Department of Labor, with the cooperation of the State Employment Services. It is distributed without charge to personnel of the national and regional employment security offices, and by special arrangement, to offices of State Employment Services. It is also available on subscription at $4.50 per year (single copy 40 cents) from the Superintendent of Documents, Government Printing Office, Washington, D.C. 20402. In countries other than the United States, Canada, and Mexico, annual subscription is $5.75. Use of funds for printing this publication was approved by the Director of the Bureau of the Budget, January 10, 1964.

Expressions of opinions in articles by authors outside the U.S. Department of Labor do not necessarily represent the view of the Department. Correspondence regarding articles should be addressed to the Editor, EMPLOYMENT Service Review, Manpower Administration, U.S. Department of Labor, Washington, D.C. 20212.

John M. Virden, Editor

employment
service review

Volume 5 Number 9 September 1968

ARTICLES

GHETTO PROBLEM IS INTERNAL CANCER, Stanley H. Ruttenberg..... 2
"We are arresting the cancer. We may even be well on the road to finding a cure . . . both in human beings and in our cities."

TRAINING IN MANPOWER SERVICES, Charles E. Odell..... 8
New ES program aimed at bridging the gap between the ES and the underprivileged unemployed people in city ghettos and rural areas.

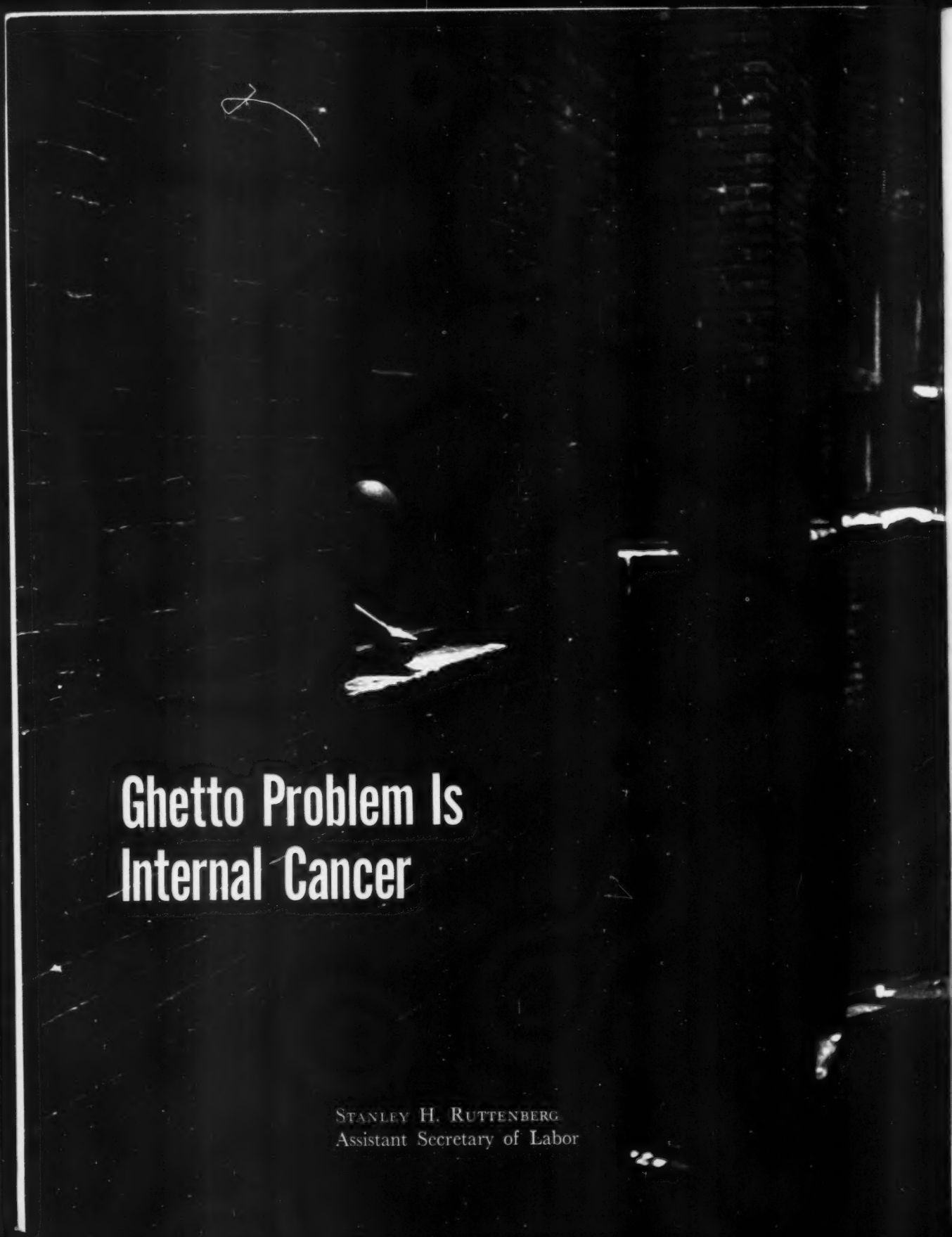
ADULT EDUCATION, William D. Dowling, Ohio State University..... 12
Research in adult learning processes and importance of this knowledge in counseling and encouraging potential adult learners.

ROLE OF A CONSULTANT IN THE LOCAL ES OFFICE, Clemmont E. Vontress, Howard University..... 16
Place of outside experts in ES offices in effecting organization changes, upgrading counseling profession, and problems posed.

INDUSTRIAL COMPLEX WORKS FOR COMMUNITY INVOLVEMENT, John M. Virden..... 20
A large corporation's approach to urban problems, and experience in hiring minority group persons and training "unemployables."

MOVING PEOPLE TO JOBS, Charles B. Garnett..... 24
Pilot mobility project discloses problems and progress involved in moving North Carolina jobless rural poor to where jobs exist.

ARMY-LABOR PROGRAM FOR "SECOND CAREERISTS," Lt. Col. James R. Mailler, Department of the Army..... 28
Origin, objective, and capabilities of the Army preretirement counseling program and cooperation with the ES as jobfinders.



Ghetto Problem Is Internal Cancer

Stanley H. Ruttenberg
Assistant Secretary of Labor

CHANGE IS MOVING FORWARD FASTER THAN MANY BELIEVED POSSIBLE ONE YEAR AGO

We are living in a world of rising hopes and growing expectations, accompanied by the development of a live and significant series of aspirations on the part of the people. Turmoil in this country is running rampant. Any attempt to reverse these trends of rising hopes and expectations would turn the pages of history back to the separate but equal facility concept announced by the Supreme Court in the late 1800's.

I recall an experience in the area in which I used to live back in the early 1950's—when the separate but equal facilities of the school system was the law of the land. A Negro high school student was interested in taking a course in computer technology. There were no computers in the Negro high school. There was such a course offered in a white high school, and this Negro student applied to take the course. What did the county do with its school system and with that request? They did not admit the Negro student to the white high school; instead, they *abolished* the course in the white high school. This was the response to the rising hopes and expectations of that Negro student. Thank goodness it is not the case today.

The civil rights movement, however, is reacting today to that kind of response. There are many other examples that we could cite. We as a nation are trying to remedy in a few years what for a period of at least 100 to 150 years we permitted to develop and fester. Shortrun solutions are not really possible without some turmoil.

In our cities we have a very serious problem—the separation of the races. That is like an internal cancer. It will continue to eat away at our cities and destroy them unless we find a cure.

Some human cancers can be controlled by surgery, some by medicines, and others involve long terminal bouts. Still other human beings will be fortunate enough to survive because a cure or suitable remedy inevitably will be found.

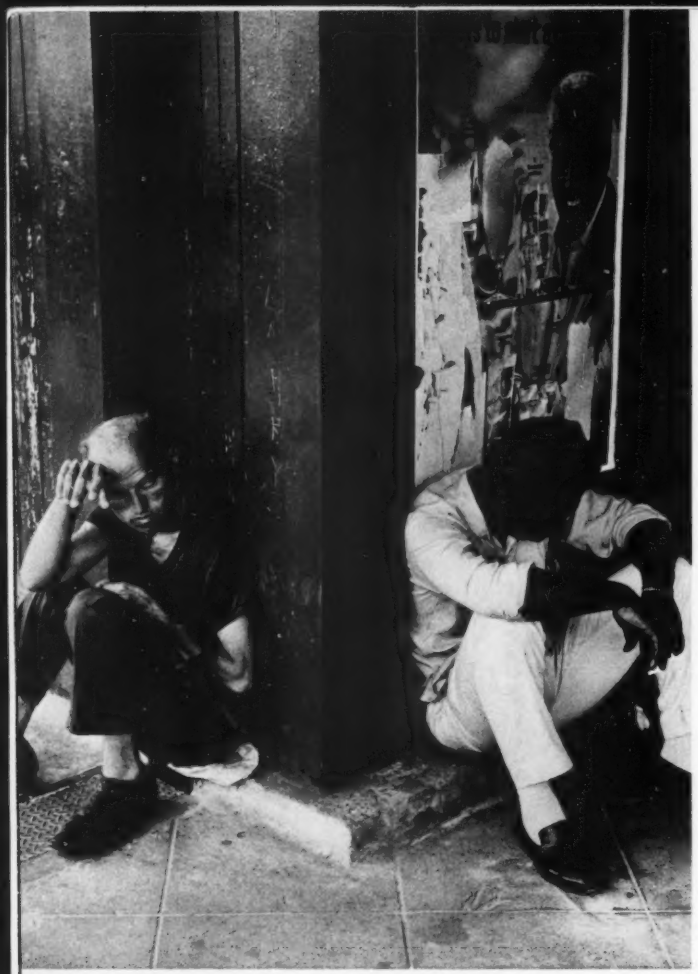
Will this be true of our cities?

Hate and fear and envy are on the verge of presenting us with a problem comparable to cancer. Can we find a way to cure this cancer in our major cities in time, as we are now striving with billions of dollars to find cures for cancer, heart disease, and the other dread killers and cripplers?

We are moving, as the Commission on Civil Disorders said, *toward* two societies—one black and one white. I do not think we are really *at* that point. We can avert it and we *must* avert it. The programs that have been set in motion within the past few years are now moving forward with various degrees of success and speed. These cures, these programs, will do much to prevent our having two separate societies—one black and one white. That cancerous condition has already proved itself unbearable to a great segment of our citizenry and intolerable to most of the others. It also, in great measure, brought on the bloodiest war in our Nation's history.

Many types of programs need to be pushed vigorously. Housing—certainly the whole model city program, slum clearance, rehabilitation of slum areas; education—the Elementary and Secondary School Act, Higher Education Act, National Defense Education Act, Vocational Education Act of 1963. All of these programs need to move forward. Welfare, accompanied by a better understanding of what the issues are, along with improvements to the welfare program, is a pressing need. And most important, is the finding of jobs for all who need them through the many programs that we now have under way. Those four areas—housing, education, welfare, and jobs—were the major areas identified in the National Commission on Civil Disorders (or the Kerner Commission) as being those of vital necessity to move forward.

I want, however, today to talk only about the last of these four—jobs. I cannot take the time, nor am I able, to discuss our society's needs in the fields of housing, in education, and in welfare. But keep in mind that the area of jobs is just *one* area. It is an extremely



important one. Nevertheless, it is only one side of a quadruped that needs to be attacked simultaneously from all sides.

Certainly much has happened and more will happen in the job arena. We started this decade with an Employment Service and employment security system geared to traditional services; i.e., to assist employers in filling jobs that they were willing to list with the public Employment Service. Because that was its only objective—to assist employers—the Employment Service tended to select people out of jobs rather than to select people into jobs by finding them the opportunities they needed. We did not provide them with the assistance they needed to become full-time employees.

This is no criticism of the Employment Service as it existed at the beginning of the decade. The Employment Service provided the testing, counseling, job development, job referral, and job placement that were its traditional functions. But our institutions need to change, to develop the concept of new approaches. They cannot stay with the status quo. Employment Services throughout this country have made changes and are moving forward. Some move faster than others. Much has happened certainly in the last half dozen years with the enactment of new legislation that provided new tools and new authority for our employment system across the country.

In early 1961 the Area Redevelopment Act was signed by President Kennedy. For the first time, in areas of substantial unemployment, the Employment Service could provide training opportunities for individuals who needed such training. Never before had the Employment Services had such a tool to work with. Then, in March 1962, the Manpower Development and Training Act was passed providing the system to train the unemployed and the underemployed, and not distressed areas only but across the country in all States, in cities, in communities, in rural areas. That program in the past 6 years has spent well over a billion dollars on training opportunities alone.

The Economic Opportunity Act in 1964, which authorized the Neighborhood Youth Corps program, the Job Corps program, VISTA, and Community Action agencies, provided additional outlets for those people Employment Service had to select out of jobs. Employers didn't want to accept individuals with their poor qualifications. Now the Employment Service has some additional tools that it can use to select people *into* training opportunities so that they can be placed in jobs, rather than saying, "We can do nothing for you at the Employment Service office because we can't give you the assistance that you need."

Certainly the intervening amendments to the Manpower Development and Training Act, providing basic education and a longer duration of training, and expanding the on-the-job training authority, also provided additional tools for the Employment Service. The redirection of the Manpower Development and Training Act, to provide for selecting at least two-thirds of its trainees from the disadvantaged (individuals) moved us along in our effort to select people into jobs rather than selecting them out of jobs.

We now have an array of programs and a potential for the delivery of manpower services that none of us would have had the temerity to forecast a few years ago. Our challenge is simple. Can we make these tools work? Do we—the Federal, State, and local systems of government, working with Community Action agencies and manpower committees and councils around the country—have the will, the ability, the drive, the force, to make these tools work for us to help provide opportunities to those people who are now exhibiting the

ever-rising hopes and aspirations of America? Here I emphasize once again we will have to reassess our Federal-State employment security system. It needs modernization. It is falling short of attaining its goals. It is less effective than it ought to be. Very clearly it needs additional resources to do the job. It needs to really begin to change, as it is beginning to change across the country. We are now altering the status quo.

We cannot sit back and say, "What we're doing now, in terms of the disadvantaged, is selecting people into training opportunities so that they can be selected for jobs. All of this is but a passing fancy. If we wait long enough, that passing fancy will change and there will be another priority on the horizon."

This is not, and will not be, the case. The necessity of moving to assist the disadvantaged is a prime priority and will continue to be a prime priority of our employment security system. We can accept the new concept, and have already done so to a limited extent. We are assisting people, by moving them from the status where they find themselves now—disadvantaged, unemployed, with low levels of education, inadequate training, as members of minority groups—into permanent jobs. In the private, free, competitive economy, they have all the training, all the education and supportive services they need to be productive citizens.

This is our program. This is the goal we are striving for as one of the quadruped of concepts—housing, education, welfare, and jobs—that is so essential if we are going to meet the turmoil which grows out of the rising hopes and expectations of people. We must change. That is important. The Employment Service, which is the key manpower agency, must shift, and is shifting, from emphasis on service to the employer to emphasis on service to the whole community.

Employers' Part in the Program

Employers must reduce hiring standards. They must redesign jobs. Employers must break down discrimination in hiring because of race, age, or sex. Employers must make a real effort to work with disadvantaged individuals. Many employers are doing this. Many more are adopting this broadminded policy every year.

The trade unions must examine their practices and attitudes on race and on minority involvement, and must afford active assistance for the disadvantaged. I am proud to say, as someone coming out of the trade union movement, that many unions have done this. Others are moving in that direction.

Welfare agencies also must take a fresh look at their caseloads and begin to move people from welfare rolls into the world of work. Many welfare agencies have done this.

Educators must develop a greater sense of urgency in tying the world of education and the world of work together. Learning and earning must go hand in hand as part of a successful educational program. Educators must cease to concentrate solely, as many have in the secondary school system, upon those students who move on to college. They must concentrate equally as much upon the larger proportion of individuals who, unfortunately, do not go on to college. These students must be prepared for the world of work. Many educators have moved positively in this direction. Others will follow.

Progress is our finest achievement. In the Federal-State system of employment security, and the Manpower Administration in the Department of Labor, we mean business. We mean to move in the direction of helping and bringing our assistance to the disadvantaged, with job opportunities being provided in the economy.

Four Guiding Principles

President Johnson, in his Manpower Message to Congress last January, laid great stress upon four factors which are our guiding principles in the manpower arena today. The President, in his State of the Union Message, gave manpower programs the first emphasis on the domestic scene after he concluded his discussion of our international problems. The first domestic message the President sent to Congress following the Budget Message, and the ECONOMIC REPORT OF THE PRESIDENT, was a special message on manpower. We have a high priority in terms of our program to move quickly and boldly into this area. These guiding principles set forth by the President in his Manpower Message were: (1) Coordination, (2) assisting the disadvantaged, (3) concentrated programs, and (4) involving the employers in the private sector of the economy.

The President particularly directed the Secretary of Labor to strengthen the Manpower Administration, to provide it with the means and assistance needed to insure that the Federal-State system carry out its responsibilities in the manpower field. This realinement of our responsibilities is one step in the direction of better coordination of activities. More and more Federal programs in the manpower field are coming under the ægis and the responsibility of the Manpower Administration of the Department of Labor. Avoiding the duplication of effort and the multiplicity of orga-

nizations running a variety of manpower programs is all to the good. We must bring this effort together at the Federal level, at the regional level, at the State level, and at the local level.

One way to do this is through a program which is now in its second year, whose acronym is CAMPS—Cooperative Area Manpower Planning System. This system has regional committees, State committees chaired by the Governors or the Governors' representatives, local committees responsible to and responsive to the State committees and chaired by an active participant of the mayors' designation. In the major instances these committees are chaired either by an employment security agency representative or somebody responsible in the State or locality for manpower programs.

The CAMPS program tries to coordinate into one committee all of the people responsible for vocational education, vocational rehabilitation, elementary and secondary schools, model cities, economic development, Job Corps, Community Action agencies, and all other kindred programs. All wrapped together into one committee, they plan at the local, State, and regional levels the proper utilization of resources and focus on the other three key elements of the President's charge to us—namely, help to the disadvantaged, concentration on areas of high need, and the involvement of the private sector.

In dealing with the disadvantaged, the hardcore unemployed—the second major goal of the charge that we have—we started 2½ years ago to redirect our Manpower Development and Training Program so that a larger number of minorities became involved, a larger number of individuals with less than an eighth-grade education became involved, a larger number of individuals who were on welfare became involved.

We have partially succeeded. We have started a human resources development program within the employment systems across the country. This is designed to get our people out and working with the disadvantaged people in the community—not sitting back in an office waiting to serve only those people who come in and say they are looking for a job or are applying for unemployment insurance. Now we go out into the communities, talking with the people, working with them, establishing intake centers in store fronts, in churches, in the neighborhoods where people live. We are working with and encouraging them, bringing them along, providing them with the help they need in order to move forward, to become sound and efficient workers in our free, private, competitive economy.

The importance of the experimental and development projects in increasing the effectiveness of the manpower programs cannot be overstated. We have used the experimental projects to develop and test out programs that have resulted in important amendments to the Manpower Development and Training Act. (The fact that the MDTA has proved so adaptable to changing conditions and so responsive to new developments in manpower program and policy makes it one of the outstanding laws of our time.) It is through the experimental and development programs that we have been able to learn.

We are still learning about the techniques of manpower program management—techniques of outreach, of coaching, of remedial education, of counseling, for example. We are only beginning to learn about motivation. We still have a long way to go in this area. But we are putting what we learn to use in manpower programs around the country. Long after the present spate of manpower programs have run their course, we will be reaping the harvest of experience we have gained in the experimental and development projects.

The third charge is to concentrate our efforts and our resources. We are moving fast in that direction. We are setting up what we call Concentrated Employment Programs in many of the key areas around the country. Our Concentrated Employment Program is nothing more than a sound, deliberate system using one contract. We put all sources of funding into that one contract. It is administered by one agency in the community. That one agency concentrates all of those resources (regardless of source) on the target group of the population. This provides them with the assistance needed to move out of a state of being disadvantaged. Whatever help and assistance they need to become useful, efficient workers in the private economy is at hand.

This Concentrated Employment Program started about a year ago in 20 urban and two rural areas throughout the United States. In fiscal 1968, we established 54 more Concentrated Employment Programs, 44 in urban areas and 10 in rural areas. In fiscal 1969, we will start another 70 such programs—35 in urban, 35 in rural areas. By July 1, 1969, there will be 146 Concentrated Employment Programs of which 99 will be in urban and 47 in rural areas.

The fourth charge from the President in his Manpower Message was to involve more actively and aggressively the private sector of the business community.

We have a major program labeled JOBS—Job Opportunities in the Business Sector. This program is designed to get American employers to hire disadvantaged individuals—the hard cases, people with low levels of education and training. The Federal Government then assists in meeting the extra costs of training and supportive services that are necessary to keep these people on the payroll. It provides them with whatever they need in the way of training, education, or other supportive services to become useful workers. The commitment of private industry to do this is growing, but many private industries want to maintain the status quo. What is the status quo to private industry? It is: "You prepare the individual, see that he meets the qualifications that I set, then I will hire him." This concept on the part of private industry

needs to be changed. It is changing and will become different.

There is now a national commitment by private employers to this goal in the form of a nonpartisan National Alliance of Businessmen put together by President Johnson, chaired by Henry Ford II, and including the top businessmen of this country regardless of political party. There is a full-time businessman, in each of the 50 largest cities in the United States, responsible for promoting the National Alliance of Businessmen by securing the active participation of private industry to provide job opportunities for the disadvantaged. Each full-time businessman is paid by his own company to engage actively in this endeavor. These businessmen are pulled together in eight regional offices across the country to coincide with the eight regional offices of the Manpower Administration of the Department of Labor.

A local employer who makes his commitment to become involved in the JOBS program can be given the financial assistance he needs to put the individual disadvantaged worker on the job at once, and then give him the training and supportive service he needs to become a useful worker. This program is moving forward across our country with a greater degree of change than one would have believed possible only 1 year ago.

The question really is: Is there the will, the drive, the initiative, to carry out these programs? Yes! No one can help but feel overwhelmed at the size and scope of the problem confronting us across this Nation. We cannot be overwhelmed or dismayed or discouraged. We do not have all of the final answers at hand. We have not found the total cure for that social and economic cancer. But we are moving in the right direction. We are arresting the cancer. We may even be well on the road to finding a cure for that cancer, both in human beings and in our cities. Many more people will have a fuller and better life, I am convinced, as a result of the activities and programs that are now moving ahead at an accelerated pace.

A CREATIVE AND TIMELY INNOVATION

Training in Manpower Services

CHARLES E. ODELL

The Federal-State Employment Service system, committed to the solution of hardcore unemployment, has given a top priority to the new program Training in Manpower Services (TIMS) as a new means to bridge the gap between the ES and the underprivileged, disadvantaged, unemployed people who are either squeezed into city ghettos or spread across the countryside.

Today the ES does not stand apart from the many responsibilities and opportunities of dealing with the problems of the inner city, the hardcore unemployed, the underemployed, the disadvantaged worker. It devotes more effort to the problems of the human aspect of unemployment rather than to just statistical unemployment; it is no longer committed to the solution of unemployment problems created by economic conditions of another generation; rather, it is gearing to solve the unemployment problems created by human, social, and economic conditions of today. The ES undertakes this challenge with full awareness of its mandate to serve all jobseekers and to provide special services to veterans and other applicant groups. It intends to honor fully this mandate but suggests that its ability to serve all depends on its demonstrated ability to serve those who need its help the most.

TIMS is a creative and timely innovation, a new approach to the disadvantaged which stresses elimination of artificial barriers to hiring

Charles E. Odell is Director of the U.S. Employment Service.

and training the hard-core unemployed and eventually placing them on the staffs of manpower agencies where they in turn can carry out a program of outreach to other disadvantaged people.

In brief, the specific purpose of TIMS is to recruit 2,000 people for work in the various manpower agencies, to give them orientation and work-experience training, and to place them in training-related jobs. State agencies are asked to recruit trainees in an approximate ratio of two preprofessionals to each entry-level professional. The preprofessionals provide staff for a series of jobs, including employment aide, employment agent, and coach. The entry-level professionals provide staff to fill positions in counseling, job development, and work training.

Under the Human Resources Development (HRD) concept, TIMS trainees serve both adults and youth. Special selection devices to "screen in" have been developed for the preprofessionals. Placements are in manpower agencies, and participating States have agreed to establish a career ladder where one is not already in existence. States coordinating training with the manpower agencies are creating opportunities for advancement from preprofessional to professional classes, in which the trainees are placed.

TIMS is conducted by the State ES agencies, under an agreement with the Bureau of Employment Security and the cooperation of the State Vocational Education Department. Although general guidelines have been issued by the Bureau, flexibility exists in setting up proposals, making agreements, designing curricula for institutional and work-experience training, and development of job duties by State agencies. The Bureau provides funds to enable the States to contract for, or conduct, the orientation training and to pay trainees regular MDTA allowances when entitled. Where additional resources are required to provide support services for the TIMS project, funds for this purpose may be requested from the Bureau. Upon completion of the orientation phase of training, the State Employment Services and other manpower agencies or organizations will employ trainees either temporarily or permanently, using currently vacant positions in approved and funded staffing patterns. Where trainees are employed temporarily, upon completion of this phase, they are given regular jobs.

Instructors and personnel officer meet their TIMS class at Arkansas State University in Jonesboro.

Employment Service agency recruiters concentrate their efforts in target neighborhoods so that almost all preprofessionals and entry-professionals have thorough knowledge of these neighborhoods. The ability to tell residents about job and training opportunities available through the agency is of prime importance.

Recruitment as set up under Bureau guidelines for the TIMS program has tried to remove the structural impediments to the employment of preprofessionals and limited promotional opportunities for them. Under the Bureau-State agreement, the major breakthrough in recruitment of the hardcore has been that of waiving the traditional merit system written examination for the preprofessional classes whenever possible. Educational qualifications are minimal in most States and nonexistent in others. Bureau guidelines recommend substitution of relevant experience for education for preprofessionals. For example, employment as a social service aide, manpower aide, community organizer, outreach person, settlement-house worker, or recreation worker may be substituted for the requisite education on a year-to-year basis where these guidelines are followed. These selection qualifications for TIMS provide training and employment possibilities for people never before afforded such an opportunity.

Assessing an employee's capabilities is difficult. To overcome any obstacle which inadvertently discriminates against minority groups and limits the promotional opportunities for them, TIMS asked participating States to make a commitment to provide the trainee with a job upon satisfactory completion of

320-303 O - 68 - 2

his training. But more importantly, the State ES agencies have been requested to set up "career ladders" so that the preprofessional jobs are not dead-end. A preprofessional trainee need not stay in his entry job because there is no job at a higher level to which his experience can be applied. Rather, a "career ladder" constructs a series of interconnected job classes which build on the experiences gained in each class. The established series of employment aide, employment agent, and coach has three levels of increasingly more responsible job assignments. Not only is there upward mobility within the preprofessional classifications, but there is also opportunity to advance to a professional classification. Thus, through TIMS, the "hardcore" unemployed person can be convinced that if he performs satisfactorily, after training he will be given employment and the opportunity to advance, on a clearly defined career ladder, with step increases in pay and responsibility.

There are two phases of TIMS training, an institutional and a work-experience training phase, each lasting approximately 4 weeks. Through the curricula of the two phases, which are carefully intermeshed, trainees are provided with an understanding of the cultural and psychological background of the hardcore unemployed and an appreciation of the techniques for reaching and working with them. Also, the training develops skills in conducting interviews and conferences with hardcore unemployed individuals. In addition, one of the objectives of the training is to provide the trainees with a comprehension of the background, philosophy, objectives, and operations of the various manpower agencies and programs.

Specifically, the orientation curriculum includes current material concerning cultural patterns and life styles of various hardcore unemployed and underemployed groups in the community to be served, stressing the differences in the nature and needs of urban and rural clients as well as other social, cultural, and economic differences. Trainees become familiar with the various social institutions within the community, such as the police department, health services, labor unions, etc., and the possible problems clients may encounter in dealing with them. In addition, trainees gain skills in applying their understanding of procedures of getting a job, value of accurate and courteous communication, job interview behavior, etc., in order to help their clients in obtaining employment. The content of the curriculum also includes material on the operations of the manpower agencies and programs with specific reference to the Human Resources Development concept and the Concentrated Employment Program.

A trainee receives individual assistance from the instructor.

Since the focus of TIMS is to develop skills in the use of methods for the alleviation of unemployment and employability problems of the disadvantaged, the work-experience phase of the program is centered within the framework of the Employment Service or other manpower agency. In this connection, trainees are assigned functions directly related to the needs of the target population. Since the objective of the TIMS program is to increase staff capability for rendering services to individuals with severe employability problems, and since many of the services to be performed by the trainees are new and lack precedent in traditional employment service operation, opportunities for creative planning are provided. The work-experience training provides for exposure of the trainees to the disadvantaged community—to give them first-hand experience in reaching hardcore unemployed.

Specifically, the work training phase contains experiences for the trainees which include an in-depth exposure to the target community—trainees become acquainted with neighborhood leadership figures. They are exposed directly to the language and communication patterns of the target community. In addition, the job training describes

and discusses the overall functions of the Employment Service and other manpower agencies, including such items as table of organization, line and staff relationships, personnel policies, authority and responsibility roles, general routine, and applicant flow procedures. The work-experience phase also includes a clear description of the trainee's specific duties and responsibilities, coupled with such experiences as observing and participating on an HRD employability development team, visiting MDTA and NYC projects, etc.

During the entire training session, each trainee is given increasing responsibility in carrying out his job functions. This is linked with an opportunity for continuous self-appraisal by the trainee to help him develop an image of himself as a member of the agency, to assess his own personal progress, to handle personal and social adjustments, and to discuss any problem area that might arise during the training.

Upon successful completion of the institutional and work-experience phase of training, the trainees are available for placement in agencies engaged in manpower programs such as the Concentrated Employment Program (CEP) and the Work Incentive Program (WIN) with the primary employer the local ES offices. (Dropouts are given special placement services or referral to other training.) Through the TIMS effort, the Federal Government, through the State agencies, is providing leadership in establishing a working model for the private business community, insofar as recruitment, hiring, on-the-job training, and placement of the disadvantaged is concerned.

In addition, the Employment Service needs these disadvantaged, unemployed, and underemployed people for outreach, followup, and followthrough. Preprofessional employees provide more meaningful applicant services by maintaining contact with persons who otherwise may feel lost in a manpower agency and fail to keep appointments or return for needed services. The carrying out of these and many similar tasks enhances the effectiveness of the local ES office and results in more complete and personal applicant services. Thus, the trainees become agents in a sense, from the manpower agency to the hardcore unemployed.

One of the vital aspects of the TIMS program is that training and counseling will not stop after a trainee is placed with one of the various manpower agencies. Plans are underway for establishing a staff development and training system which will be available to all the trainees. Counseling services are available to each trainee to aid him in considering his career goals and to acquaint him with the career avenues available to him within the Employment Service. The preprofessional who wishes to receive a high school diploma or complete a college degree program can arrange a combined work-study schedule.

Employees are strongly encouraged to complete their high school education. Where appropriate, a GED equivalency class may be conducted by ES professional staff in coordination with the Board of Education. Employees may also receive financial support from the Employment Service to take courses related to their job duties. Financial assistance might also be made available through the National Defense Education Act, the Higher Education Act, or State or local programs. As a result of yearly advancement in both experience and educational level, preprofessionals can be promoted to higher job classes within the group as well as achieve entry-level professional positions.

(*Continued on page 15*)

Complete class with Dr. Roland Mullins, Chairman of the Division of General Business and Economics, and C. Clyde Jones, Chairman of the Division of Political Science, Sociology, and Geography at Arkansas State University in Jonesboro.

Adult Education

Often the Key to Better Jobs

WILLIAM D. DOWLING

There are now some 8,300,000 functional illiterates over 25 years of age in the Nation's work force, according to statistics released by the U.S. Office of Education in mid-1968. These men and women, in the vast majority, are perfectly capable of upgrading their skills, improving their learning, and increasing their earnings by further study through the Adult Education classes. Such courses are offered almost everywhere in the urbanized areas of the United States—in public schools, colleges, universities, and by organized labor and industrial firms.

Adults acquire new learning throughout life. The new learnings may not be associated with organized classroom effort but neverthe-

An adult receives individualized testing before being assigned to an Adult Basic Education class.

less have impact on the lives of adults. They learn their way around new locations in which they find themselves. New data related to sports activities are learned by many adults, regardless of age. Social and family situations require adults to learn new concepts, facts, and behavior if they are to thrive in their environment.

The task of convincing adults that they can learn is often attempted by teachers and counselors who may not know of the research done on adult learning. Teachers and counselors may also be unaware of the barriers which keep adults from attempting to learn. U.S. Employment Service counselors see hundreds of adults each day who possibly could increase their earning and satisfaction levels if they could increase their educational levels. It is important that counselors of potential adult learners understand some of the barriers to learning perceived by adults and that strategies for overcoming them are developed.

Decline in speed of reaction time is a natural result of aging. Speed of learning will decline as it takes an adult longer to react to stimuli associated with learning. Knowledge of this characteristic possessed by adults will suggest to the counselor that learning experiences for adults are more appropriate if they rely more on accuracy than speed. Many adults achieve higher scores than younger learners on tests that require accuracy. The amount of decline in reaction time is not uniform among adults. The counselor should not assume that all adults he counsels have suffered equal decline of reaction time. Alertness varies among adults, as it does among young persons. A dull young person rarely becomes a rapid learner as an adult. Diagnostic tests can be used to measure the speed of reaction time of an adult and should be used individually.

William D. Dowling is Associate Professor of Adult Education at Ohio State University.

Previous schooling may have lowered the motivation of an adult to continue his learning. Unsuccessful learning experiences, as youth or adult, may have convinced the adult that he is indeed over the hill and cannot learn. Some adults have grown up in cultures which have not prized education. The jobseeker may be largely unacquainted with the beneficial characteristics ascribed to education by much of the larger culture in which he seeks to move. An adult so negatively oriented to continuing his own education will need reinforcement over a long period. It will do little good to suggest he enroll in courses or refer him to an educational agency. The factors which have kept him from continuing his education will not be explained away by one session with a counselor. Employment personnel may have to increase their work with individual clients, perhaps to the extent of accompanying them to the next stop, rather than only referring, and then following up to see that the adult persists in a program of continuing education.

How Farmers Reacted

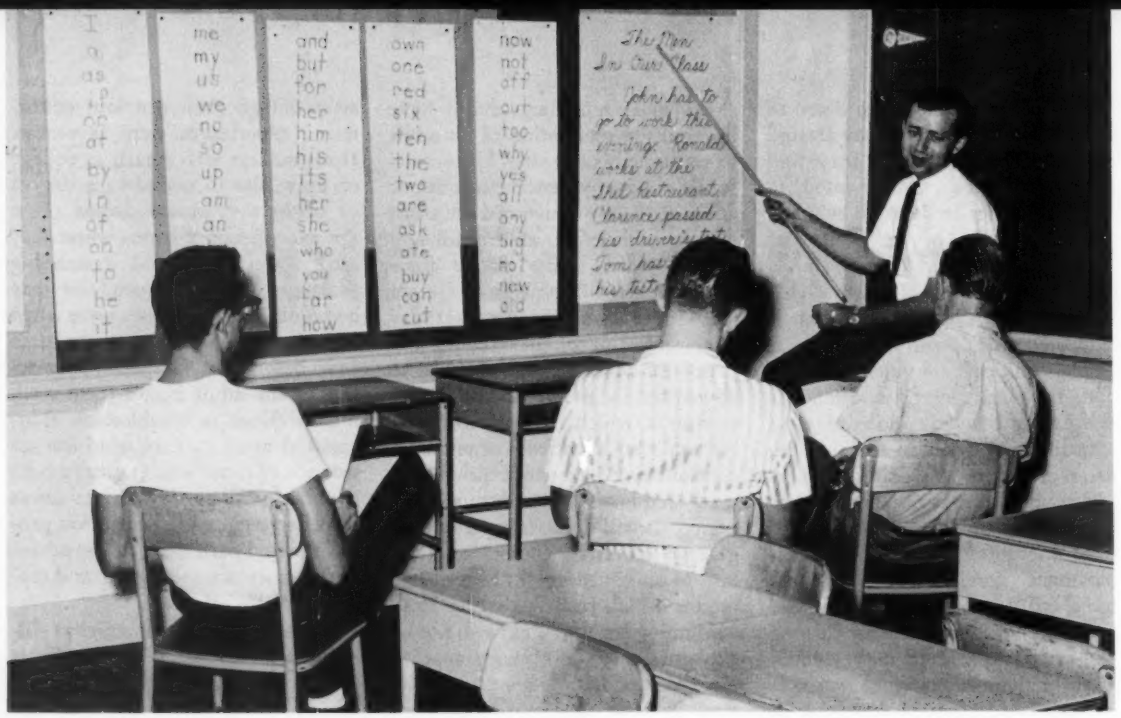
I recall recruiting adult farmers for courses in agriculture. They could hardly be called a disadvantaged clientele. Mostly, they were prosperous farmers whose outlook was favorable. Their negative reactions to the prospect of coming to a series of 10 classes were profound. They voiced such concerns as: "I'm not sure I'll fit in the seats now," "It's been so long since I've been to school," "Do you give tests?" "I never was very good in school." It took much effort on the part of the instructor to assure those farmers that adult education for them was planned to be a different type of experience than they had had in school, that it was informal, that the instructor and their fellow students would be interested in their experiences as farmers.

Many persons are frightened by the prospect of returning to school, even though their previous educational experiences were favorable. Homemakers who return to college or university to complete a degree or begin a graduate degree often are exceedingly nervous when they face registration and counseling procedures. These procedures may be no different than they were when the adult went through them some years before, but the special perspective of the adult makes them seem more difficult or troublesome. Educational agencies may need the assistance of those who counsel adults in other settings in order to assess the effectiveness of registration procedures and perhaps to devise procedures more acceptable to and appropriate for adults.

Some adults have suffered illnesses which have negative effects on learning ability. Natural lessening of power to see and hear are to be expected with maturity. These natural occurences, coupled with illnesses, can produce adults who need special learning experiences which include consideration of any incapacity which exists.

Middle class oriented persons have difficulty in understanding the degree to which some individuals have failed to utilize health facilities. Adults come to continuing education often not realiizng the severity of their own sight or hearing loss. Many persons attain adulthood without medical examinations which would have identified physical problems related to their success as learners.

A teacher of Adult Basic Education recently described a man in one of his classes who seemingly was unable to retain anything associated with reading. The teacher was able to relate some facts about the student's early life which an examination by a physician determined were related to his inability to learn. The student, now 35 years old, had lost most of his sight and hearing at age 15 because of diseased tonsils. The decline had been gradual until his tonsils were removed and both sight and hearing seemed to be re-



Photos courtesy of the Columbus (Ohio) Public Schools.

Adults learning to read, using sentences about their activities as adults.

stored. There are indications that his peripheral vision is now damaged and that his hearing is impaired because he reacts in an excessively nervous manner when exposed to loud noises. His inability to read, write, or compute have severely limited the kinds of jobs he can hold. He has a wife and children who must be supported. He drives an automobile and wants to be self-supporting but finds it difficult. There may be some treatment which will benefit him and help him to learn. This anecdote is related to point out that some adults' learning disabilities are physical and that an alert teacher or counselor can help the learner avail himself of those community services which hopefully can help him.

The aging process is particularly difficult for many in the youth-oriented American culture. Children begin to form negative attitudes about aging around the 10th year. Advertising and television programs generally are slanted to make youthfulness a most desired attribute. Staying youthful is considered to be much better than aging. Gray hair, loss of hair, wrinkles, decrease in ability to see and hear can produce a resistance which will affect an adult's attitudes toward work and learning. One who is aging ungracefully may be beset with anxieties which will cause him to resist needs for continued learning which have entered his life. A man may believe that his lessened ability to perform hard physical work because of age indicates a loss of masculinity. While employment services may not be in a position to provide group or individual counseling for persons who have such concerns, it would be possible to provide to the clients a list of agencies which possibly could provide some assistance.

Education means changing behavior. The longer a person lives, the more experiences he acquires. These may make it difficult for him to learn new skills or concepts. It is often necessary to unlearn previous learnings before new ones can be accomplished. The trauma associated with terminating a long term of employment can build a barrier to continuing learning. A taxi driver recently told about being laid off after 17 years in a production-line job. He returned to driving a taxi, a job he had held before the factory job, because he did not want to learn procedures which would be associated with a new job in manufacturing. His age may also have been a deterrent to seeking a new manufacturing job, but his reason for not seeking a similar position was clearly stated—he was afraid of a new job.

Not all adult experiences have a negative influence on success in learning. Compared with the young, adults have acquired social skills, vocabulary, values, and attitudes which remain relatively stable. Whatever the level of sophistication of these characteristics, it must be admitted that they have served the adult through the years he has lived. An adult may be illiterate, but consider a few of the activities in which he can engage which require a de-

gree of socialization—driving a car, getting married, being a parent, holding some kind of a job, being a good neighbor, being a useful citizen, making and spending money, to name a few. Each of these experiences has required a degree of accomplishment by the adult which has involved learning something he had not known or experienced before. It is these life experiences which many adults find valuable as they return to education. A good educational experience for adults will capitalize on these experiences in its instructional approach.

Some adults simply have never had an opportunity to display their talents in an educational setting. Again, middle class counselors and teachers find it almost impossible to believe that there are persons who have not been touched significantly by the educational system. The changes in educational opportunity available in this country are dramatically exhibited by three generations of a rural Alabama family. The grandmother and her son are functionally illiterate. Both attend Adult Basic Education classes in the one-room school near their farm. The grandmother lives in a two-room home, heated by a fireplace, much as existed from the earliest days of this country. The daughters of her son are working toward doctorates at midwestern universities. These three generations demonstrate the vast changes which have come about. There are today, however, alarming numbers of persons who reach adulthood without attaining a degree of literacy which will enable them to sustain themselves as contributing members of their culture—the dropouts and near dropouts, for whom the educational process is largely a meaningless system for obtaining objectives foreign to their interests. Counselors should be aware that lack of educational attainment or satisfactory scores on diagnostic tests may be as much a result of educational neglect by society as dullness on the part of the individual.

The degree to which an adult has continued to learn throughout his life will be the most important factor in determining whether he will readily make use of continuing learning opportunities. Adults who have not remained intellectually active will most likely find it difficult to make the transition to active learning. Counselors and teachers will need to be patient with these persons as they resolve the conflict between inaction and the need to be active learners.

Some social observers cite adult education as the most important asset available to America in reaching toward the fulfillment of individual objectives and the betterment of living. The barriers which keep adults from better jobs and a more complete utilization of available educational programs must be increasingly recognized by all of the helping professions and procedures developed to eliminate them.

Training in Manpower Services

(*Continued from page 11*)

The current status of the TIMS program indicates that nearly half of the trainees to be selected, trained, and placed have already been incorporated, at least tentatively, into the program. As of mid-August, 11 States had submitted TIMS proposals. Of these, the proposals sent in by Arkansas, Illinois, and Maine were approved fully and the States started the institutional phase of training. Of the remaining eight States, the proposals put forward by Arizona, the District of Columbia, Florida, Nevada, New Mexico, North Carolina, and Wisconsin were approved tentatively with some minor modifications. Eleven additional States reported TIMS proposals in preparation. By October, over 920 trainees (about 720 preprofessional trainees) will be in either the institutional or the work-experience phase of training. In addition to the above, nine more States are considering submitting a TIMS proposal. By the end of the calendar year, it is expected that over 30 State agencies will be involved in some aspect of the TIMS program.

Although TIMS is comparatively small with regard to the numbers to be trained and the funds allocated to it, its scope is nationwide. It represents a significant attempt to give poor people a job which offers some security and the opportunity for advancement.

As long as the manpower agencies are able and willing to work together on this program, they can achieve its purpose. This program offers the means of redesigning ES jobs to provide meaningful work for professionals and preprofessionals alike who will effectively perform outreach, followup, and related services to disadvantaged applicants. Thus, through establishment of a TIMS program, more effective meaningful applicant services will result, continuity of service and support to jobseekers can be assured, and a communication channel between the local office and the designated target communities can be established.

The key to TIMS success lies in the development and utilization of the trainees to insure mobility and full integration into the agency in which they are employed. Without continued training and counseling after the trainees have been permanently placed, success is doubtful. The continued development of the trainees gives them "credentials" and builds a competent staff with the skill of articulate leadership at local levels. Integration is necessary—mixing the preprofessionals with the professionals in relationships that allow growth. The preprofessional employee not only relates to and serves the disadvantaged but bridges the gap between them and social agencies. The preprofessional not only reaches out to help those within his community, he works together with the professional staff of manpower agencies to support their primary interest; namely, that of complete manpower development.

Role of a Consultant in the Local ES Office

CLEMMONT E. VONTRESS

Many local Employment Service offices are now obtaining the services of outside experts, but little attention has been given to delineating their place and role in the organization. This article addresses itself to this subject. First, the manner in which the expert can assist in effecting change in the organization at the supervisory and administrative level is discussed. Secondly, his role in assisting counselors in upgrading their professional skills is explored. Lastly, attention is called to some problems inherent in using an outside expert.

The consultant's place in the organizational structure.—A consultant is a person who gives professional and technical advice or service to a person or group of persons, such as an organization. In the latter case, the professional is usually responsible to one individual. Although the expert is a temporary employee, one needs to consider his relationship to permanent line and staff personnel. He may be retained by either a line or service officer. He is directly responsible to that individual. Further, he may be retained by a line or service officer at any level of the organization.

In this connection, it may be instructive to indicate that "line officer" has been used in administrative parlance to denote an individual who is in a supervisory capacity and who is responsible for the activities of special groups. Such individuals usually have the authority and responsibility for carrying out certain specific activities. On the other hand, "service officer" has been used to refer to an individual who serves in capacities that assist a line officer in the direct perform-

Dr. Clemmont E. Vontress, Consultant, left, confers with Robert Brown, HRD–WIN Director of the USES for the District of Columbia.

Clemmont E. Vontress, Ph. D., is an Associate Professor of Education at Howard University, Washington, D.C., and a Consultant to the Director of the U.S. Employment Service.

ance of his assigned responsibilities. Whether attached to a line or service unit in an organization, the consultant generally functions in a service capacity only.

Problems Which May Arise

Since the consultant is a staff (service) professional, he and the person to whom he is directly responsible must be aware of problems which generally center around staff officers. These may be outlined thus:

1. The tendency of a staff officer assigned to one of the higher levels of supervision to issue instructions directly to a subordinate of another line officer. In this instance, the line of authority has been bypassed.
2. The failure of the line officer to inform other line officers in the organization that certain line responsibilities have been delegated to a given staff officer who will be acting in the behalf of the line officer.
3. The inherent tendency of staff officers assigned to a line function to feel a natural supervisory relationship to employees in the system. A case in point might be the coordinator of inservice training, assigned to the deputy director, assuming the responsibility of issuing instructions directly to counselors in a local ES office.

Specific problems created by the presence of a consultant will be discussed in a later section of this article.

Supervisory and administrative services.—As already stated, the consultant works at two levels in the local office—the line supervisory and the operating level. At the first rung, his role may include assisting the supervisor of counselor training in planning and implementing inservice and outservice training. In this connection, he can be valuable in helping the administrative staff assess counselor training needs. This is to suggest that assessment should precede any training provided counselors, for counselor backgrounds differ in terms of preparation and years in service.

There is no one way to assess counselor growth needs. Often what is needed in training is dependent on various internal and external factors. Some of these are the size of the local office, the kinds of clients served, the nature of the community serviced by the office, in terms of business and industry and racial and ethnic composition. It may be desirable for the expert to consult with counselors individually or in groups to determine from them what they perceive their counselor training needs to be. Also, the consultant might ask counselors to submit tapes of their counseling interviews, so that he may listen to them critically to ascertain needs of counselors in this area. If counselors need added understanding of disadvantagement and/or the nature and needs of various ethnic minorities, the consultant might develop an inventory designed to assess present knowledge of such content. In any case, counselors and their line supervisors should participate in planning inservice training programs.

Once the content of the training has been decided upon, the consultant needs to consider how he can function best in it. He may act as a resource person or he may assume the direct leadership of training sessions. In some cases, it may be desirable for him to act as co-leader with the regular inhouse supervisor of training. This role is desirable, for it helps the inhouse supervisor of training to grow in his expertise in conducting training sessions.

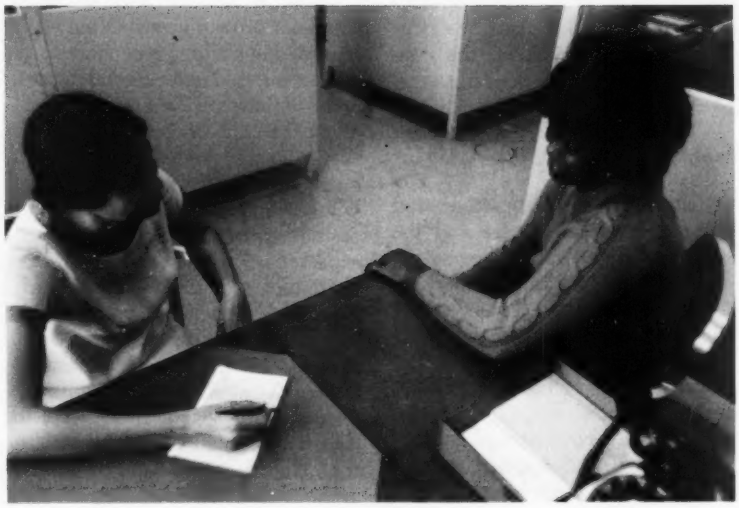
The consultant serves an important function in consulting with, and conducting training sessions for, line supervisors of counselors, so that they may supervise more effectively the counselors who report directly to them. The content of such training sessions might consist of discussions of the characteristics of successful supervisors, principles of leadership, and explorations of the counselor's role and difficulties inherent in implementing it.

Line supervisors grow in supervisory expertise, if they are assisted in assessing their own characteristics as leaders. Torn between the desire to be liked on one hand and an urgency to "get the job done" on the other, they often are frustrated individuals, who all too often infect those whom they supervise with their own frustration. The counseling consultant, through either group or individual counseling sessions, can help line supervisors gain insights into how their leadership behavior affects the productivity of their unit or organization and to understand how it influences their interpersonal relations with their subordinates and superiors.

The consultant can introduce line supervisors to general principles of leadership. This might include such principles as: (1) *Free intelligence* from which they learn that the life of a group is enriched in exact relationship to the secure knowledge on the part of each individual that intelligence counts and will be respected; (2) *participation* from which they learn that production and morale of a group is enhanced to the extent that each member of an organization is a full participant; (3) *individuality* in which they acknowledge that each individual is uniquely different; and (4) *cooperation* which emphasizes the need to work toward promoting a cooperative atmosphere among all counselors.

Know Their Role

Another important function of the counseling consultant is helping line supervisors understand the role of counselors. This is important since it is they who supervise counselors from day to day. Although counselors may receive inservice training in sessions conducted by experts, in the final analysis, line supervisors are the ones who help counselors with their immediate on-the-job problems. Thus, it is important that the counseling consultant help line supervisors grow in their understanding of the counselor's role in the organization.



Counselor Mrs. Carol Lawson, left, is putting into practice skills she learned in group counseling sessions with a consultant.

The consultant also serves a useful function by coordinating with administrative personnel about physical facilities for counseling in the local office. An attempt should be made to provide privacy in which interviews take place, to insure that each counselor has adequate space for counseling, and to make sure that counselors and interviewers have ample filing space. Also, in order to provide modern facilities for inservice training, some attention should be given to helping top-level personnel provide one-way viewing rooms designed not only for individual and group counseling, but for the taping of counseling interviews as well. The consultant may also assist administrators in developing an inservice training library. His familiarity with professional literature in counseling should be invaluable to local training staff.

The consultant's mere presence provides moral support to junior administrators and line supervisors, who often develop the attitude that "nobody up there cares." Thus, an expert representing the National, State, or local office administration helps to alleviate this generalized and frequently unsupported idea. The consultant can be a catalyst for better relations between top administration and first-line supervisors and operating personnel.

Services to first-line personnel.— There are several specific ways the consultant can help ES counselors, who are designated here as first-line personnel. As suggested earlier, the consultant may act as resource person or group leader for group training sessions. Significant among his functions is helping counselors individually or in groups to understand the nature and needs of cultural minorities, who are residents of the community served by the local ES office. Although there are several cultural minorities in our society, a single group may exist in some communities. For example, in some northern urban areas, Negroes constitute the only cultural minority; in others, Negroes and Spanish-speaking groups are in evidence.

Not only should the consultant assist counselors in understanding the nature and needs of cultural minorities, but he should also assist with activities designed to help counselors understand and change their perceptions of, and attitudes toward, various cultural minorities with whom they relate on their jobs. This suggests such activities as group and individual counseling. Such sessions may be devoted not only to attempting to change attitudes toward cultural minorities, but they may also be significant in helping counselors to relate more positively to their work environment.

Group sessions may be used to impart content relevant to counseling the "disadvantaged." In this connection, the consultant may assist counselors in understanding problems of, or procedures for, assessing the intellectual and job potential of disadvantaged clients.

The consultant can help counselors make more effective use of subprofessionals in the counseling process. This includes determining how the subprofessional can assist the counselor in aiding clients, and it includes helping the counselor understand how to supervise the subprofessional on the job, either individually or in groups.

Counselors make use of case conferences in their efforts to assist clients. However, many of them need to grow in their understanding of the procedure. Not only this, but participants in case conferences need the resource of an outside professional to help them in assessment, diagnostic, and prognostic procedures.

Conferring with counselors about their academic preparation and encouraging them to continue their training at local universities are other ways the consultant can help the organization at the operational level. Counselors come from as-

sorted educational backgrounds. Many do not know that with these credentials they can pursue professional degrees in counseling. The consultant, especially if he is a counselor educator, can be instructive in this area.

The outside expert may also provide individual counseling for counselors and other operating personnel who have difficulty relating to their coworkers and/or superiors. It is recognized that workers have more difficulty in this area than is imagined. Many people who are otherwise successful employees are in need of help in interpersonal relationships, if they are to continue functioning successfully on their jobs.

Counselors may also need help in understanding the organization in which they work. Some knowledge of constraints—community, political, etc.—affecting the organization provides employees with insights which can promote respect for top-level administration. However, the consultant should guard against making excuses for the organization. To do so is to appear to be in "cahoots" with the administrative authority. As an outside observer, the consultant should strive always for objectivity. Often, he may find himself caught between two warring camps, so to speak—the administration and its power clique and the operating level personnel. Each group may attempt to win him over to its side. If he allies himself in language or deed with either side, he may be rejected by the other and his usefulness to the organization seriously impaired.

Occasionally, the consultant will need to assist counselors therapeutically. Seeing clients, one right after another—all with agonizing problems—is a traumatic experience for counselors. A relationship in which the counselor perceives himself as being responsible for the client can be psychologically draining on the counselor. It should also be recognized that some counselors find it difficult to talk to clients about certain types of problems—dope addiction, theft, sexual confusion, etc. Another area in which counselors may need therapeutic assistance is their attitude toward cultural minorities. Some counselors, in an attempt to atone for their past prejudices against racial minorities, become so overly sympathetic and indulgent that they are unable to be of any real assistance to their minority group clients.

These are just a few of the problems besetting counselors. If the consultant is trained in counseling, or clinical or consulting psychology, he may render his most useful service by providing therapeutic aid for counselors.

Improving Techniques

Finally, the consultant is a boon to counselors if he assists them in improving their techniques. Counseling, as a concept, has been used so loosely that advising, admonishing, cajoling, and group guidance have been paraded as counseling in some quarters. Helping counselors understand the nature of individual and group counseling makes them much more professional and secure in their jobs, and it improves the services which they provide their clients.

Some problems related to the use of a consultant.—The extent to which a consultant can be useful to the organization depends on several factors. Significant among these is the reason for his being retained. He may be hired to do a specific task, to advise others in the performance of an activity, or to carry out a technical aspect of a program. In any of these cases, whether he is effective depends to a great degree on his familiarity with the nature, goals, and needs of the organization. The majority of today's consultants come from academic institutions of higher learning. Because of their cloistered environment, they may not be immediately familiar with outside institutions, especially governmental agencies. This suggests that an outside expert may need an extensive period of orientation to an organization before he can be of much help.

Although this need is recognized, there is also the considerable danger of an outside expert's becoming so much a part of the organizational structure that he develops myopic vision and ceases to provide a fresh, outside point of view. This, then, becomes the dilemma of using a consultant. On the one hand, he should have adequate knowledge of the nature and needs of the organization; on the other, he should not become so much a part of the establishment that he is unable to provide an objective point of view.

There are other problems related to using a consultant in an organization. The consultant is usually retained by the top echelon, whose avowed purpose is to effect some sort of change. The needed change is usually perceived to be away from the top. Thus, if during the course of the consultant's study, he concludes that problems stem from the top, he may be caught in a dilemma. If he conveys such finding to his employer, he may be released from his assignment.

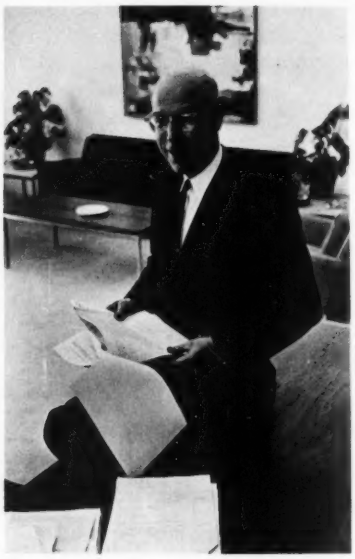
The consultant, as an effective agent for change, is a threat not only to top administration, but to all line and staff officers as well, because change for anyone is often painful. Incumbents become habituated in their roles. Their actions, behavior, and perceptions become natural to them. Recommendations for change threaten their old ways and habits. In fact, inhouse employees may perceive change as a threat to their jobs and status. Thus, rather than risk or anticipate change, incumbents may work concertedly to rid themselves of the threat of change—the consultant.

The top administrator and his assistants need to realize the possibility of such an occurrence when they obtain the services of an outside expert. They must be willing to take risks. One of the risks may be per-

(*Continued on page 23*)

Industrial Complex Works for Community Involvement

JOHN M. VIRDEN



Robert S. Ingersoll, Chief Executive Officer, Borg-Warner Corporation, Chicago, one of the first companies in the Midwest to sign a contract with the Department of Labor to hire the hard-core unemployed for on-the-job training and basic education. "We are taking realistic steps toward total involvement in the urban community," Ingersoll declares.

"We've been gaining momentum for 5 years," is the way Robert S. Ingersoll, chairman and chief executive officer of Borg-Warner Corp., describes his company's growing involvement in finding solutions to the urban crisis.

The latest example of the company's "momentum" is a contract from the Department of Labor for Borg-Warner to hire 50 "unemployables" for on-the-job training and basic education. The company was one of the first in the Midwest to have its program approved by Washington.

The program is an extension of company activities that have more than doubled its nonwhite employment since 1963, while overall employment was increasing about 13 percent.

The same period has also been one of important sales gains for the company and of continued expansion into newer product areas. From sales of $689 million in 1963, Borg-Warner boosted its volume to a record $952 million in 1967 and is expecting increases this year.

Once known primarily as a major supplier of automotive parts, Borg-Warner has emphasized diversification into a number of promising areas, such as chemicals and plastics, air-conditioning equipment, nuclear and industrial pumps, hospital and related health care equipment, and truck-mounted pickup campers and camper trailers. As a result, about two-thirds of the company's sales today are derived from its nonautomotive operations.

At the same time, Borg-Warner continues to rank as a major supplier of original equipment and replacement parts for domestic and foreign passenger cars, trucks, and off-highway vehicles. Its automatic transmissions, for example, used on more than 70 foreign-made cars and trucks, are helping to popularize shift-free driving abroad.

During this record growth period, Borg-Warner management also has been giving increasing attention to

---

John M. Virden is Editor of the Employment Service Review.

efforts to help alleviate some of the problems of the cities.

A Long Road

Mr. Ingersoll believes that programs of the type Borg-Warner is working on are "realistic steps towards total involvement in the urban community. Much more is needed, but it is a start."

Borg-Warner first became involved in urban affairs in late 1962, about the time the Federal Government began its Equal Opportunity Employer program.

"We always had an open hiring policy," Mr. Ingersoll says, "but, like most companies, we never made a point of announcing our intentions or actively recruiting people from minority groups. When someone having the right job qualifications came into one of our employment offices, we usually would hire him. This, obviously, was tinged by local recruiting policies or the preferences of personnel people who had no firm corporate directives to go by."

When the Government's program began, Borg-Warner started a program among its divisional personnel departments to seek minority-group people it could hire. The program, patterned after Plans for Progress, calls for increased employment of minority group members. Divisions report bimonthly to the corporate office on white and nonwhite job applications, the proportion hired, and the reasons for rejection.

In January 1964, the company had 1,074 nonwhite employees, 4.2 percent of its total U.S. employment of 25,772 people. At the end of June 1968, 2,577, or 8.9 percent, of the company's 29,003 people were nonwhite.[1]

In Chicago, where Borg-Warner has its largest concentration of operations, the rate rose during the same period from 11.5 to 19 percent. The percentages represent an increase from 508 to 1,027 nonwhite workers during a period when total Chicago employment rose from 4,404 to 5,394.

"The program has worked," Mr. Ingersoll said, "and we hope it will be better in the years ahead.

"In retrospect, it is easy to see why such programs have not been even more effective in improving ghetto employment — particularly during a period when companies are recruiting more actively than ever before.

"We didn't reach the people who needed reaching the most; when we did, we usually turned them down. When an 'unemployable' did apply for a job, we would look at his bad work record; if he had worked, maybe we looked at a police record and compared him with our normal standards. Then we would turn him down if he did not fit.

"What we and other companies have done with the Equal Opportunity Employer program is to skim the top of the unemployed labor pool—those people already having needed skills who can read the help-wanted ads—and we never really reached those people who, for all practical purposes, are unemployable: people who don't read, are not job-oriented, and hesitate to get involved with the white community."

Jobs Now

To surmount this problem, Borg-Warner, during the past year, has been active in the employment and training of school dropouts under such programs as Jobs Now. In Chicago, for example, the Ingersoll Products division's employment is 47 percent nonwhite—479 out of 1,058 people.

The turnover rate of people in Jobs Now at Ingersoll Products has been high—but not as high as "street hires" for similar entry-level jobs, which is well over 100 percent annually.

Of 14 applicants hired last October, for example, two are still with the division. One is a 20-year-old high school dropout who studied machine shop. He started as a transfer man and is now on the hospital furniture assembly line. The other, with a similar background, started as a press helper and has moved up through eight jobs to become a process inspector—a jump from class 2 pay of $2.416 an hour to class 9 pay of $2.915 an hour, or more than $6,000 a year.

"The key to this work is in counseling the men, drawing them out, listening to them, helping them orient themselves to a new way of thinking and a new life pattern," Ingersoll said. "It means that instead of firing a man for not showing up for work, we go out and find him. We learn why he was absent and try to persuade him to return to his job."

The JOBS Program

In its participation in the Department of Labor's MA–2 series of JOBS program, Borg-Warner is training 50 "hard-core" unemployed Chicagoans through a new approach combining counseling and basic education with on-the-job training.

The contract, awarded in May and one of the first given to a Midwest firm under the MA–2 program, is aimed at integrating ghetto "unemployables" into the work force.

The six Chicago-area divisions participating in the program supply a wide range of products: Automotive replacement parts; automotive clutches and torque converters; automotive seals; hospital beds; agricultural discs; electronic enclosures; universal joints and brake repair parts; and automotive, aircraft, and industrial equipment assemblies.

Under the contract, Borg-Warner will be partially compensated for certain special education and training costs and will receive an incentive award based on the number of persons completing the program. In addition, the company will pay normal wages and training costs during the 15-month period for

[1] *All employment figures have been adjusted to reflect the July 1, 1968 sale of the corporation's Norge division.*

With demand for car air conditioning reaching record levels, production of compressors is speeded up at Borg-Warner's York plant in Decatur, Ill. A technician above adjusts bolts on a compressor with a special speed tension wrench. Factory installations of air conditioners have been running at a rate of more than 45 percent of 1968 cars, up from about 37 percent of 1967 models.

An MA–2 counseling session at Borg-Warner's plant in Franklin Park, Ill. Program coordinator Myles L. Reed (left) says such sessions give job trainees a chance to discuss and evaluate their progress, and are important in developing healthy work attitudes and closer understanding of their coworkers and the factory environment.

which it will not be reimbursed by the Government, Ingersoll said.

What is Hard-Core?

Under the terms of the contract, a person is defined as a "hard-core" unemployable if he is:

—a member of a poor family (e.g., a family of five with a total annual income of less than $3,800);

—a person now unemployed or underemployed; and

—either a high school dropout, a member of a minority group, a person under age 22 or over 44, or one who is physically handicapped.

"The MA–2 program is an important new concept in bringing hard-core unemployables into industry," Ingersoll said. "It indicates a realization on the part of Government that industry may be best qualified to handle not only job training but also the special education and counseling services required to make hard-core unemployables stable members of the work force.

"It may be that solutions to many of the urban problems we face lie in this direction.

"The total training concept of the MA–2 program, and the fact that it deals with people much less qualified than those normally hired by industry, could present many problems. We may encounter difficulties that could limit the results of this effort, but we think the project is important to us as well as to the trainees."

The allowance for each trainee covers the following portions of the education and training program: An orientation to the concept of working for a living; psychological evaluation and counseling; basic education and materials in job-related subjects, such as English and mathematics; and time off from work for trainees to attend classes.

Buddy System

A unique feature of the program is a "buddy system" form of counseling to supplement professional services. A permanent employee works informally with the trainee, providing advice and encouragement.

To start the program, Borg-Warner is hiring 50 persons for six Chicago area plants from among applicants referred by the Illinois State Employment Service, Jobs Now, and the Concentrated Employment Program. The basic education teacher, who is also Borg-Warner's program coordinator, travels to the plant's divisions to hold classes in the plants during the day and to counsel foremen and the employees participating in the "buddy" program.

Coordination

Recently hired by Borg-Warner to coordinate MA–2 recruiting and training was Myles L. Reed, a 15-year veteran in social development work and a Negro. He joined Borg-Warner after 4 years in Chicago's JOBS and Jobs Now projects as a teacher, employment counselor, and, most recently, as job program developer for Jobs Now. He taught English, social studies, and communicative skills to jobless youth in the inner-city ghetto, counseling them on achieving employment opportunities, and working with industry to secure job openings for them. He was also assistant program director and athletic director for 4 years at the Woodson Center in Omaha, Nebr., where he planned and supervised the social settlement's activities.

After moving to Chicago, he was a group worker and gym director at the Newberry Avenue Center; a special service teacher for the Chicago Board of Education, teaching remedial reading; and a sixth-grade teacher in Chicago's Deneen and Forrestville elementary schools, teaching science and working with truant boys as part of the Impact program. He also taught for 2 years at the Wendell Phillips high school in the adult literacy program.

He graduated from the University of Omaha in 1953, with a bachelor's degree in sociology and physical education, and studied at the Chicago Teachers College from 1959 to 1963. During World War II, he served with the U.S. Army in the China, Burma, India Theater of Operations.

Role of a Consultant

(*Continued from page 19*)

vasive insecurity which reflects itself in the behavior and attitudes of members of the organization. Individuals often perceive the mere presence of an outside expert as an indictment of their performance. This possibility suggests the need for top administration to prepare all members of the organization for the presence, activity, and true function of the consultant.

Summary.—The consultant in a local ES office is a temporary employee retained to do a specific job. As a staff (service) officer, he may be retained at any level of the organization. In any case, the retaining agency needs to be aware of his place in the structure and his role as well. He should not be retained to perform tasks which can or should be done by permanent employees.

The expert may function at both the supervising and operational levels, or he may assist personnel at only one level. Some of his possible activities at both levels have been discussed briefly. In this connection, it is important to indicate that how the consultant functions depends on the needs of the organization.

The expert, simply because he is an "expert," may be considered a threat to permanent employees, whether they be top administrators or operating level personnel. In view of this possibility, it is incumbent upon the employing agency to prepare all employees for the presence and function of the consultant. It has also been suggested that consultants should maintain their objectivity in dealing with employees representing various levels of the organizational hierarchy.

The basic concept of labor mobility is to identify and recruit individuals from areas which offer them little or nothing and place them where they can have a new chance in life.

A NORTH CAROLINA STUDY

Moving People to Jobs

CHARLES B. GARNETT

In an economy capable of sustaining high employment, how can we assure every American who is willing and able to work the right to earn a good living?

This is an era of prosperity and affluence for this Nation, yet there are many Americans for whom the right to earn a living has never been a reality.

There may be jobs available which require specific skills or training, but for the man who lacks those skills or that training they mean nothing. Those jobs may be in certain places, but for the man who isn't there and does not have the know-how or the means to get there, the "right to earn a living" does not exist.

This article is concerned with the man who isn't there. It deals with a group of jobless people—rural people—whose opportunity for employment was lost as mechanization and modern technology replaced manpower in agricultural

Charles B. Garnett is employed in the Information Office of the Manpower Administration, U.S. Department of Labor.

production. It is about rural areas of one State where few, if any, nonagricultural jobs can be found.

It is a story about an experimental and demonstration project, financed by the U.S. Department of Labor, designed to find out if moving people to places where there are jobs is feasible. It is based on a monograph prepared by the North Carolina Manpower Development Corp., to describe a mobility project it is conducting.[1]

There are, in North Carolina, a great many people for whom society has not made a place. These are the people who have been displaced by mechanization or for whom there has never been a solid place in society. Among them are Negroes, Caucasians, and Indians, and they have one common bond—a great need of help in the solution of their economic problems.

The basic concept of mobility is to identify and recruit individuals from an area which offers them little or nothing and to place them in an area which can provide them with a new chance in life. This does not involve a mass movement of persons from one area to another, but rather a selective movement based on natural migratory patterns from rural to urban areas which will afford the people concerned the opportunity to become productive, self-sustaining citizens.

This effort is designed to equip a man and his family with the tools they need to effect that change. The objective of the person to be relocated is to find a job which means survival for himself and his family. Mobility provides him with help in securing the job, financial aid while looking for the job, assistance in locating a house that will afford him more than minimum shelter, and counseling.

To find a job in an urban environment is not exceedingly difficult—to keep it is. Finding a house to live in is not the biggest problem—adapting to a new type of living is. The purpose of the mobility project is to offer the many supportive services necessary to equip the family to make the adjustments. The accomplishment of that task requires extensive counsel through every step of the mobility process.

Counseling begins in the recruiting or supply area, where the counselor must determine the problems and prepare the person to be relocated for the transition to city life. Here he learns about the goals of the project and what it can mean to him.

Not every applicant will move; some are skeptical, some are apathetic, some will be eager to move, and still others will require a great deal of convincing.

The Numbers Involved

The many problems which are encountered during the convincing period can be best illustrated by citing the number of persons involved. In the areas of North Carolina covered in the report (Oct. 1, 1967, through Mar. 31, 1968) some 2,310 people were identified and contacted. Among those, 1,061 were found to be initially eligible for mobility services. Some 224 of those eligible actually were referred to specific out-of-area jobs and 190 individuals and their families were relocated.

It is obvious from the original number of persons contacted that time alone would prohibit too much concentration on the unconvinced, since available funds necessarily limit the number of counselors. Yet each of the individuals must be given the opportunity for participation.

Counselors must use many different approaches in the convincing process, including a full discussion of the benefits mobility will offer. For some people, a visit to the demand area is necessary. For others, supportive services from existing agencies are required to help with social, physical, economic, or psychological problems. In this particular mobility project, all of those initially eligible received some service from the counselors.

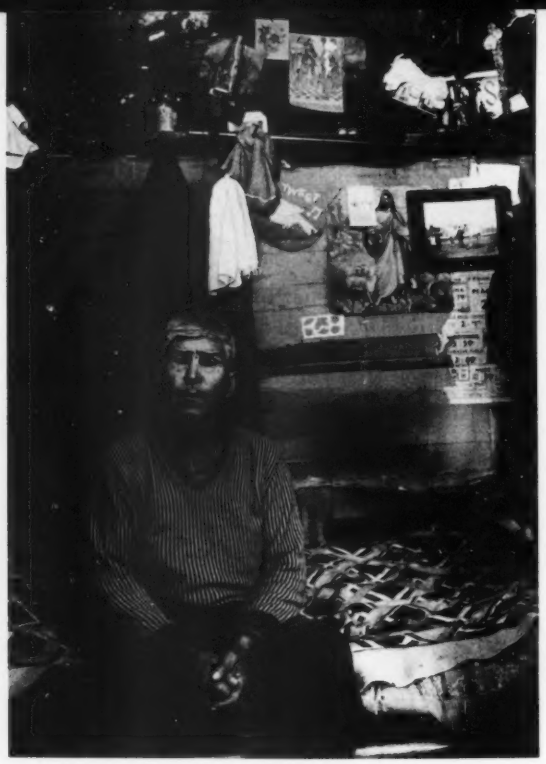
Family ties often make people hesitant to move. In such a situation the counselor must make every effort to move several members of a family to the new location, or to move people to a place where there will be someone they know. An additional incentive for those who are reluctant to leave their families is the fact that assistance will be offered to get the family back together again once the move has been accomplished.

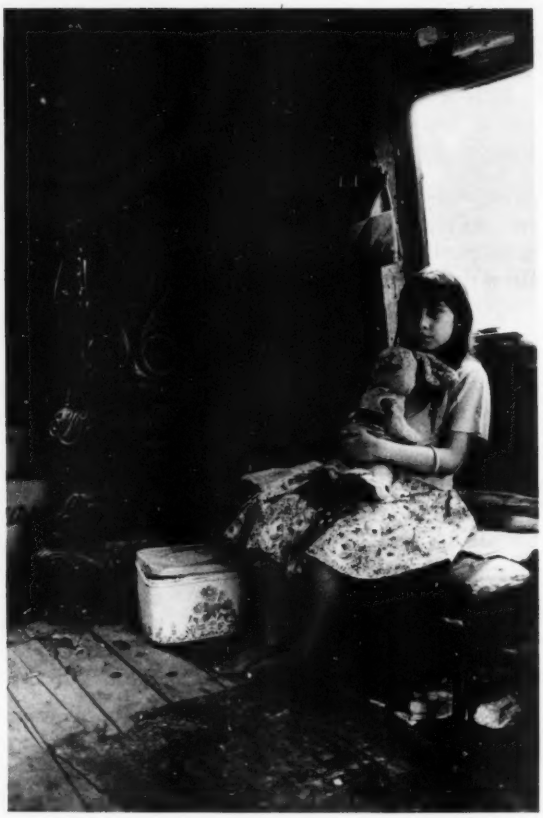
Some persons may have prison records or be on probation. In themselves, these are not disqualifying factors but do require more concerted effort on the part of a counselor. Because of legal considerations, the applicant must have permission from his probation or parole officer before he is able to move. If permission is granted, the whereabouts and the employer of the parolee must be reported to the responsible officer.

In addition, many seemingly trivial duties must be performed by counselors—checking on or helping to secure draft status or social security cards, and school records for children. As unimportant as those tasks may seem, they may make the difference between success and failure of the mobility program.

Many times, in his eagerness for a job, the applicant will insist that he is 1–Y or 4–F; that he has completed his military service; or that he has a social security number. A check of the facts may disclose that he is not registered at all or that his draft status is not updated. Upon the applicant's arrival in a demand area, employers request registration cards, discharge papers, and other documents. If they are not available, it is difficult to place the jobseeker. Long delays are encountered in obtaining the papers. Therefore, the work should be completed before

[1] *Copies of pamphlet titled "Mobility" can be obtained by writing North Carolina Manpower Development Corp., Post Office Box 435, Durham, N.C. 27702.*





Top photo: Finding a new job in an urban environment is not exceedingly difficult—to keep it is. Finding a better house to live in is not the biggest problem—adapting to a new style of living is.

Right photo: There is a deep-rooted reluctance to leave old and familiar surroundings even when the new job far away may mean a much better life for the worker and the members of his family.

the individual leaves the supply area.

Once the decision to relocate has been made, the second step in the mobility process begins—preparation for the move. Again there is a great need for counseling and assistance.

The rural poor do not have the conveniences available in the urban area, nor do they even have most of the necessities. They have not been concerned with the social amenities which exist in urban situations. They are primarily concerned with getting a job and "doing better," but they must be made aware of the differences in attitude and of the style of life in the city.

Counselors are often faced with a fear, a negativism that has been inculcated since birth which must be overcome. Although the workers may have had earnings far below the poverty level, and perhaps been allowed to rent cheaply or live rent-free in a substandard shack, loyalties to landlords or employers may be strong. Counselors are frequently told that "He promised me it would be better this year; besides, he's been good to me and mine." Tactful counsel is required to change this attitude of acceptance and defeat and to prepare the individual for a new way of life.

As the person leaves his home area, he becomes more reliant upon the counselor. More often than not, he has never been to the big city. He often leaves his old home with the deep and abiding fear that his family will not be provided for adequately. Although this wrenching away from the loved ones is only temporary, it is a traumatic situation for many. This is a critical stage in the mobility process, for it is a period of transition from the known to the unknown.

Success or failure at this point is dependent upon how effectively the previous counselors have instilled confidence in the individuals concerned. While it is a time of greater reliance upon counsel, the individual is now asked to transfer both faith and trust to a strange counselor. The newcomer brings with

him largely unknown problems which must be met with the greatest tact and diplomacy on the part of the new counselor.

The person who has just moved to a new area is in the kind of place that he may have seen only in pictures before. He seeks a familiar face or just a familiar expression. He must be given a painstakingly detailed orientation period, yet he cannot be treated like a child. He needs and deserves the dignity afforded to all men, yet he must learn certain rudimentary things that are second nature to most urban children.

He may have been told about flush toilets, but many rural people have never used one, or in some cases, have never seen one. Simple tasks that many take for granted can be new and frightening experiences for the uninitiated.

The counselor must now attempt to reach a common ground of understanding with the new arrival in order to acclimate him to the total urban situation. This covers a broad spectrum ranging from the advantages and disadvantages of urban living to demands made upon workers by industrial employers.

The relocated worker is generally unaware of the demands that industry will make of him. He is used to the relatively bucolic existence of rural areas. He does not recognize the 8-hour day or the necessity for working on designated days. If the sun shines he feels it is a workday, and if it rains he considers it an automatic day off. It is as simple as that. He cannot comprehend the close working relationships that exist; he is not used to being told what to do in every step. He does not understand industry, and industry does not understand him.

All areas of living must be covered by the counselor. How to budget for the higher cost of living in the city and knowledge of the transportation and communication systems of the city must be passed on. It is not unusual to find newcomers who do not know the basic "niceties" of urban living—garbage pickup is often an unheard of thing. Old habits are hard to break, yet they must be broken.

As the newcomer is taught to participate in the system, he will be made aware of what the system can do for him. If he is in need, he should be able to draw upon the system for aid. He is mostly unaware of such things as police, fire, and medical services, and it is often difficult for him to comprehend them.

Then there are the necessary preparations for the future in the job itself. Education and training are things about which he has little or no understanding, nor will he participate in such programs unless they are prerequisites for his job. Since he feels that a job meets all his needs, he has little concern for the future. He has been in want for so long that the needs of the present are paramount and he tends to answer only them.

A motivational process must start with the counselor and culminate with the relocated worker. It is a slow, tedious, wearing-away type of situation that is slow in showing results. It is not an integral part of the mobility program; nonetheless, it is a necessity for the long-term betterment of the man and the program.

Up to this point, discussion has centered primarily on the counseling needs of the individual worker. Next must come consideration of the needs of his family. Before they can join him in his new location he must have a job and a place for them to live. Once he has been assisted in reaching those goals, attention must be turned to assisting him in bringing his family to the city. Once again intensive counseling is needed.

This aid to the family can take many forms, from actual shopping trips to information on how to use supportive services available in the city from other agencies. Selecting what and where to buy are important items to the family, but not everyone is amenable to suggestions. Buying is a personal thing and each person acts or reacts in a different manner. Some reject any advice. They feel that a few extra dollars can buy the world, and they make every attempt to do so. They soon are disillusioned and many become the target of a stream of bill collectors. That situation calls for a new type of counseling if serious trouble is to be avoided.

The children of the families involved also present counseling demands. Among the 190 relocated families in the mobility project un-

(*Continued on page 31*)

A farmworker draws water from a community spigot in a rural labor camp. In the background is the type of housing she lives in. Labor mobility offers workers an opportunity for better housing and living conditions.

ARMY+LABOR

Program for "Second Careerists"

LT. COL. JAMES R. MAILLER

Is the Army's preretirement counseling program supposed to get jobs for retiring soldiers, keep files on job openings, or set up interviews? The answer is "no" in all cases.

Counselors at installations where the program operates have plenty of good, sound "second career" advice but the official, no-cost "jobfinder" for veterans, including those retired from service, is the U.S. Department of Labor, which assists military personnel through the U.S. Employment Service and its affiliated State employment agencies.

If the installation preretirement counselor does not keep a job file, how does he help? After all, soldiers—and wives—who have accumulated enough service years to think about retirement realize that the monthly retirement check may not provide even a frugal standard of living. For example, the average annuity of nondisabled veterans retiring after more than 20 years of service is now $239 a month or $2,868 a year. This is below the poverty level, below what many families receive from public welfare. Thus, a "second career" job is a necessity for the majority of retired enlisted men and for many retired officers. Showing the best method to get that necessary job is how the preretirement counselor helps.

The information which follows explains the origin, objective, and capabilities of the preretirement counseling program as well as the cooperative relationship with its "jobfinders"—the U.S. Employment Service, its Veterans Employment Service, and affiliated State employment agencies. These organizations constitute an employment team whose wholehearted cooperation with the Army has made the program for second careerists most effective.

The jobfinders operate through more than 2,400 local public employment offices throughout the Nation. At each of these offices there is a local Veterans Employment Representative (LVER) whose primary responsibility is to insure that veterans receive maximum employment service and priority over nonveterans in referrals to job opportunities. It is usually the LVER who represents the Employment Service at preretirement briefings at Army posts, stations, and hospitals.

Army personnel are retiring now at the rate of approximately 2,000 per month, and more than 260,000 are already on the retired rolls.

Early preparation for postretirement careers will enable these careerists to evaluate their capabilities and form plans for additional training they may need before entering the job market. For each serviceman or woman considering retirement attendance at counseling sessions and a visit to the retirement services office are important steps to take. These sessions are where the Army focuses its objective: to counsel and prepare military personnel for retirement and a second career.

By starting early, each can come to grips with unresolved questions which just will not be put off in the end. Every soldier nearing retirement must ask these questions:

a. When I enter the civilian job market, how important is my premilitary and military experience? What truly is my competition?

b. How do I assess my age, education, family situation, and capacity to make a move? How well will I be accepted in civilian life? Where will I find job satisfaction?

c. How do plans for leaving the Army and entering civilian life differ for officers and enlisted men?

d. Will I rely for a job on a State employment agency or should I also prepare alternate plans?

e. Considering my skills and my

Lt. Col. James R. Mailler, AGC, is Chief of Retired Activities Branch, Office of the Adjutant General, Department of the Army.

grade, just how soon prior to separation should I start a job hunt, or additional training?

Preretirement counseling sessions are conducted at least semiannually at installations throughout the United States, depending on area needs. Most sessions last a half day, with some posts programing an additional afternoon session for extra concentration on employment information and opportunity. Fort Eustis, Va., for example, plays area host at carefully planned, all-day sessions, which are well attended by eligibles from nearby posts.

In mid-1968, the Army began its fifth year of the preretirement counseling program. Since it is estimated that approximately 24,000 soldiers will have been retired during 1968, this number added to approximately 32,000 servicemen retiring from the three other services comprises a substantial task force joining the current job market.

Whatever can be done to ease the transition of these career soldiers into the civilian world, through foreknowledge and Army and USES assistance, becomes a direct benefit to the retiring soldiers and the Nation's economy.

Many of the half-million retired from the Armed Forces who did not have preretirement counseling would not only have welcomed it but would have found it of distinct advantage in their later search for jobs. For these men, adaptation did not come easy, due to lack of understanding and preparation. And the opportunity was lost to exploit fully their military skills and experience to benefit both themselves and the civilian economy.

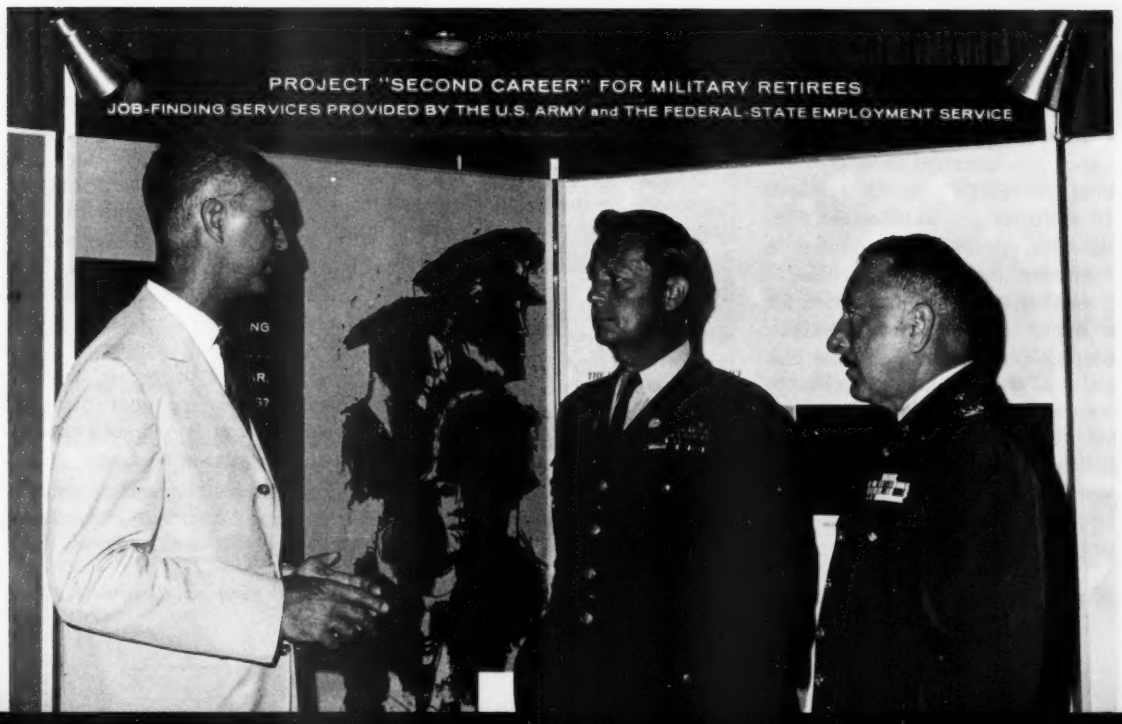
The first real step to alleviate this situation began with a memorandum of February 13, 1964, from the Asst. Secretary, Manpower, Department of Defense, entitled "Civilian Employment Assistance for Retiring/Retired Military Personnel."

The memorandum affirmed the essentiality of assistance 12 to 18 months before retirement, to permit a serviceman to plan for his postmilitary career. The memorandum also stated that the U.S. Employment Service, and affiliated State agencies, would inaugurate the program, which would be carried out by local installations.

Preretirement counseling in the Army traces its history back to May 1964 when it appointed the major Army commands to administer the preretirement counseling program by holding periodic sessions at designated installations. The Retired Activities Office, under the Adjutant General, which monitors the program, established an earlier Army-wide Retired Activities Program. Its mission, in broad terms, was to provide advice and assistance to retired personnel concerning their military and personal affairs.

Experiences gained in counseling retired personnel showed that the greatest problem in making the transition to civilian life was finding a job. Indicators strongly pointed toward broadening the scope of the Retired Activities Program to assist the retiring member as well as those already retired. Since a job develop-

At the Army's week-long Retirement Services Exhibit in the Pentagon, Claude R. Deeds, Post Military Placement Section, U.S. Employment Service for the District of Columbia, explains the State-Federal employment assistance concept. Observers are Adjutant General Corps Colonels responsible for the Army program: C. A. Stanfiel (center), Assistant to the Adjutant General, and W. D. Van Buskirk, Directorate Chief, Personnel Services Support.


PROJECT "SECOND CAREER" FOR MILITARY RETIREES
JOB-FINDING SERVICES PROVIDED BY THE U.S. ARMY and THE FEDERAL-STATE EMPLOYMENT SERVICE

ment and placement service is not a prime function of a military establishment, the problems of the military were brought to the attention of the Department of Labor which has the primary Government responsibility for providing employment assistance to veterans, including retiring service personnel.

The military services have worked cooperatively with the Department of Labor since 1956 in an effort to provide special employment assistance to those facing retirement. An advisory committee was set up in the USES of the District of Columbia with representation by the military services to study problems of the retired military. Military representatives pointed out that there would be an increase in the number of retirements and the retiring person faces employment problems not common to others in the civilian job market.

The military employment assistance began as a pilot program which was established in the District of Columbia office of the USES to provide specialized services to retiring and retired personnel. The workload became so great that the service was extended to Los Angeles, New York, Atlanta, Denver, San Antonio, San Francisco, and Chicago. Despite this expansion, the problem was still pressing and complex. Therefore, in the spring of 1964, the cooperative civilian employment assistance program between the Department of Defense and the Department of Labor was launched in an effort to bring to military personnel, at least 12 to 18 months in advance of retirement, job market information to assist them in evaluating their background and laying a foundation for a useful and productive civilian occupation. For example, the majority of draftees and reservists return to civilian life after 2 or more years of obligated service.

Employment Service representatives, under the Department of Labor, are prepared to assist these people in developing plans for a second career. Long-term active duty personnel facing retirement differ greatly from other veterans returning to civilian life. Other veterans with terms on active duty simply resume their civilian careers. But when a career serviceman retires, he is completing a career, and beginning another usually different and unrelated one. Isolated from the civilian job market for many years, a serviceman does not have access to regular and current sources of information available to most civilian workers.

STATE OF NEW JERSEY
DEPT. OF LABOR & INDUSTRY
DIV. OF EMPLOYMENT SECURITY
N.J. STATE EMPLOYMENT SERVICE
U.S. EMPLOYMENT SERVICE

U.S. Army photos.

Andrew Sheipe, Employment Interviewer, N.J. State Employment Service, greets SGM Charles H. Campagne. The N.J. SES maintains a staff at Ft. Dix on a permanent basis to provide a variety of employment services for retirees.

Servicemen facing retirement must equate their military skills with civilian occupations and face up to the demand (or lack of it) for such skills in the civilian job market. Civilian employers' attitudes and employment procedures may seem surprising and negative to the older applicant. For many, the passage of time since early youth will indicate a need for additional training or retraining.

Those eligible for retirement also need to be counseled on exploring employment possibilities in areas of their choice before making a final decision on a location for their new home. Attendance at a preretirement counseling session helps the men prepare themselves and their dependents for whatever conditions will greet them on the "outside." Since the program is voluntary, every effort is made to make both servicemen and their wives feel welcome. An encouraging sign of interest, as reported by many installations, is that a greater number of wives are accompanying their soldier-husbands to the counseling sessions.

Army installations are responsible for publicizing upcoming sessions to encourage good turnouts. All major unit commanders within the headquarters area of responsibility and their respective staffs are briefed beforehand on the purpose of the planned counseling session. Interest and enthusiasm are conveyed through prominently displayed posters at the installation, articles in the local papers, radio announcements, and notices in the post media, to encourage attendance and offer informational assistance.

Continually, eligibles are heard to comment with surprise after their initial counseling session how much they did not know about the retirement process. Those recently retired continue to report back to friends, cautioning that planning during the last few months of service life is not soon enough.

Preretirement counseling today is an integral part of the Department of Army's Retired Activities Pro-

gram, conducted at military installations throughout the 50 States and, to a limited extent, overseas. A crucial aspect of the program is the employment assistance given by the U.S. Employment Service in two phases.

Phase I is a comprehensive briefing which includes information on civilian job market conditions, transferability of military skills to civilian occupations, and the employment services available to the soldier upon retirement. State Employment Service representatives expound this information as one of several invited speakers at installations' preretirement counseling sessions.

In addition to providing employment assistance, the preretirement counseling program is well rounded to include an array of representatives to acquaint the retiring member with such matters as rights, benefits, and privileges to which he will be entitled upon retirement. Such representation includes the Army Finance Office, Transportation, Staff Judge Advocate, Personal Affairs, Post Surgeon or Registrar, Education, and Army Community Service. Offpost agencies include representatives from the Veterans Administration; Social Security Administration; State, municipal, and Federal civil service systems; and the Small Business Administration.

Phase II is direct employment assistance between the retiring Army member and Employment Service counselors and may include individual counseling, testing, résumé development, and placement.

In 1968, the Army's Retired Activities Branch decided that its personnel at military bases would profit from practical familiarity with Phase II of the Military Retiree Program, and that this familiarity could be obtained by having its base personnel audit State agency training of LVER's, and training in the DICTIONARY OF OCCUPATIONAL TITLES, job market information. In cooperation with the State Veterans Employment Representatives of the Veterans Employment Service, USES, such auditing has been initiated.

Meanwhile, as part of its plan to convince eligibles and their wives of the total program's worth, Fort Eustis and other posts have found the successful format includes an opener by the post band, welcome, guest speakers, and individual counseling, interspersed with lunch and short breaks, when hostesses serve refreshments. In addition, installations have available a printed or mimeographed program for each person attending, and factual handouts for later study. These handouts include Department of the Army Pamphlet 600–S, "Retired Army Personnel Handbook," as well as information literature concerning veterans, employment and social security rights, benefits, and privileges.

When preretirement counseling sessions leave the impression of useful information gained and guidance toward "second career" planning, a finer image of the Army is long remembered by retiring soldiers and their wives. Has each session provided proper motivation to start planning early? Will it increase understanding of rights, benefits, and privileges to which Army alumni are entitled? Will career service people depart with awareness of the Government's interest in assisting their transition to civilian life, as well as continuing interest even after retirement? The installations which strive to meet and improve upon these challenges are planting seeds of long-range good will beneficial to today's active duty careerists, and both tomorrow's retired soldiers and the career soldiers who will come after them.

Moving People to Jobs

(*Continued from page 27*)

der discussion, 43 had school-age children. The parents were assisted in getting these youngsters enrolled in appropriate schools and advised of the other requirements that must be met in an urban area.

In many rural areas, children frequently take "crop vacations"—time out from school to help tend and harvest the crops. In some isolated areas, absences from school often do not warrant the attention of the truant officer. Regular attendance must be encouraged in the new situation. In the city imposition of penalties for unexcused absences and the ultimate threat of court action are real possibilities.

Care of Children

Many relocated families have little conception of how children should be cared for in an urban environment. In the country, a child is not in much danger of being hit by a car on a busy street. A child in the country is not much of an annoyance to neighbors, for there are few neighbors. In the city there are many busy streets and many other dangers, and children can easily be an annoyance to the many nearby residents. In some instances, those neighbors may be able to turn to the law for recourse to children's activities.

Mention of court action and laws brings up another task for the counselor. Although he must refrain from interfering with any due process of law or with law officers in the conduct of their duty, he does have the responsibility of advising the family as to how and where they can receive legal assistance to protect their rights.

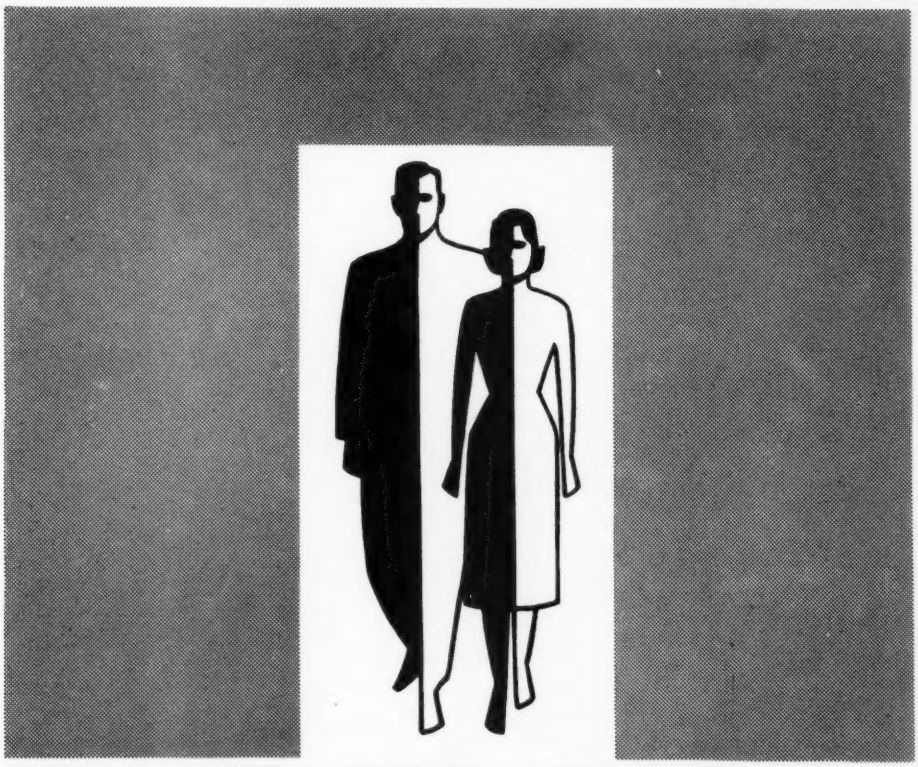
There are countless other tasks which fall into the category of counseling. All are important, but there are far too many to be listed here. Each situation demands particular action on the part of the responsible counselor. There has been a measure of success in the North Carolina experimental mobility project, certainly enough to demonstrate that mobility may be one of the answers to how some disadvantaged Americans can be assured the "right to earn a living."

A selected bibliography recently issued by the Bureau of Employment Security. This 145-page publication categorizes the research activities over a 10-year period. The booklet is produced by the U.S. Employment Service and the affiliated State Employment Services. It covers the publications in the fields of job market conditions, occupational analysis and techniques, job opportunity information, services to the employer and the worker, and counseling and testing.

Copies may be obtained from the Bureau of Employment Security, Manpower Administration, U.S. Department of Labor, Room 709, 1730 M St. NW., Washington, D.C. 20212.

U. S. GOVERNMENT PRINTING OFFICE : 1968 O - 320-303

PUBLIC EMPLOYMENT SERVICE



SERVICE FOR EVERYONE
LOCAL • STATE • NATIONAL

UNITED STATES
GOVERNMENT PRINTING OFFICE
DIVISION OF PUBLIC DOCUMENTS
WASHINGTON, D.C. 20402

OFFICIAL BUSINESS

POSTAGE AND FEES PAID
U.S. GOVERNMENT PRINTING OFFICE

EMPLOYMENT service review

ENCLOSED FIND $..... (check, money order, or Superintendent of Documents coupons).

Please send me ..... copies of the ..... issue of **EMPLOYMENT service review,** at 40 cents per copy.

Please enter my subscription to **EMPLOYMENT service review** for one ☐ two ☐ or three ☐ years. ($4.50 a year; $5.75, if mailed to a foreign address.)

Name _____

Address _____

City, State and ZIP Code _____

MAIL ORDER FORM
To: *Superintendent of Documents, Government Printing Office, Washington, D.C. 20402.*

For use of SUPERINTENDENT OF DOCUMENTS

...Enclosed.....
To be mailed later.....
...Subscription.....
...Refund.....
Coupon refund.....
Postage.....